

DUFFERIN COUNTY



7.2 Dufferin County

Background / Context

Dufferin County is located in south-central Ontario, approximately 100 km north-west of downtown Toronto; bordered by Grey County to the northeast, by Simcoe County to the north and east, by the Regional Municipality of Peel to the south, and by Wellington County to the south and to the west. The County is commonly known as the headwaters area of Ontario, since it offers the source of five major river systems in the Province: the Credit, Humber, Grand, Saugeen and Nottawasaga.

Dufferin County has a population of 56,881 located within an area that spans 1,487 square kilometres. The County contains three towns and five rural townships. These are the:

- Town of Orangeville;
- Town of Shelburne;
- Town of Mono;
- Township of Amaranth;
- Township of East Garafraxa;
- Town of Grand Valley;
- Township of Melancthon; and
- Township of Mulmur.

Figure 4 illustrates the County and the location of its eight local area municipalities.

Figure 4 - Dufferin County Map



(Source: Dufferin County)

Each municipality has its own unique characteristics, including demographics, employment base and transportation needs. The largest town within the County is Orangeville, followed by Mono and Shelburne. **Table 9** provides a summary of the size, employment, population and population density of each municipality within the County. In 2011, Dufferin County had a population of 56,881. This represents a 4.5 percent increase from the 2006 census.

Table 9 - Population Density Summary

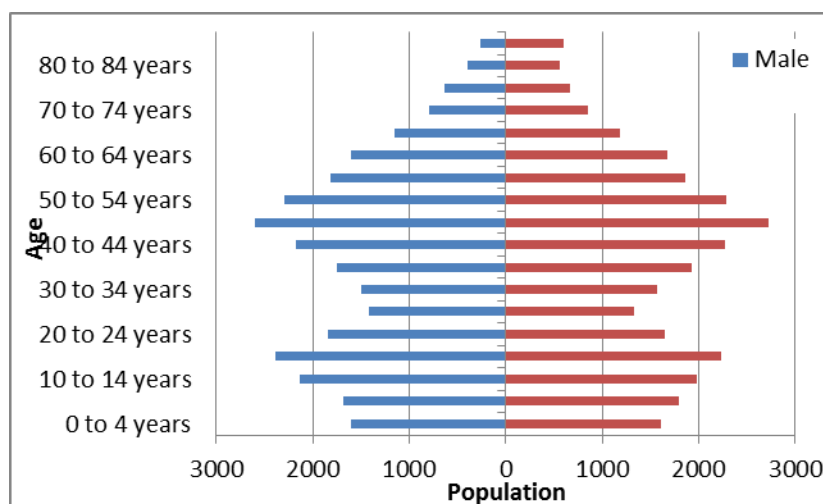
Municipality	Land (sq. km)	2011 Population	2011 Employment	Population Density/(sq. km)
Orangeville	16	27,975	14,681	1,791.6
Shelburne	6	5,846	2,866	907.1
Mono	278	7,546	1,851	27.2
Amaranth	265	3,963	701	15.0
East Garafraxa	166	2,595	295	15.6
Grand Valley	158	2,726	634	17.2
Melancthon	311	2,839	332	9.1
Mulmur	287	3,391	640	11.8
Dufferin County	1,487	56,881	22,000	38.3

(Source: Statistics Canada National Household Survey 2011)

Approximately half of the County's population and two-thirds of the County's employment is located within the Town of Orangeville. The Town of Shelburne also has a large concentration of population and employment. While Mono has the second highest population in the County, it is spread over a large geographic area making it difficult to service by transit.

Figure 5 displays the County's population by age and sex. Twenty-seven (27) percent of Dufferin residents are under 19 years of age and approximately 12.5 percent of the population is over the age of 65. This is slightly lower than the provincial average of 14.6 percent.

Figure 5 - Dufferin County Population Pyramid



(Source: Stats Can 2011 Community Profiles)

Dufferin County is expected to experience some population and employment growth. Under the 2006 Places to Grow Plan, Dufferin County has been forecasted to grow to approximately 80,000 by 2031. The

majority of this growth will occur within the three towns in the County, in addition to the urban part of Grand Valley.

Employment growth is also expected to occur. Total employment growth from 2006 to 2031 is expected to grow by 7,000, or 32 percent. Two-thirds of the County's employment is located in Orangeville, and this will also see the largest growth by 2031 (just under 4,500). The second largest employment concentration is located in the Town of Shelburne.

The majority of the County is rural agricultural land with small urban areas complete with commercial, industrial and institutional development as well as growing residential developments. The agricultural history of Dufferin is long and its presence is still strong throughout the County. The local equine industry is also thriving. Dufferin's urban centres (Orangeville and Shelburne) also boast high concentrations of manufacturing, professionals and cultural outlets. Manufacturing is the major employer of the County's workforce, representing more than 18 percent of the total. There are some small manufacturers in the scattered rural areas; however, the business parks located within the larger urban areas have the greatest concentrations of employers. These areas are located in the south-west of Orangeville and the south-east of Shelburne.

Table 10 provides more detail about the distribution of the forecasted population and employment growth for each of the lower-tier municipalities.

Table 10 - Dufferin County Population and Employment Projections

Municipality	Population		Employment	
	2011	2031	2011	2031
Dufferin County	56,881	80,000	22,000	29,000
Orangeville	27,975	36,490	14,681	19,171
Shelburne	5,846	10,000	2,866	4,235
Mono	7,546	9,770	1,851	2,387
Amaranth	3,963	4,680	701	685
East Garafraxa	2,595	3,150	295	322
Grand Valley	2,726	7,478	634	1,170
Melancthon	2,839	3,410	332	273
Mulmur	3,391	4,290	640	757

Source: County of Wellington Official Plan

As seen in **Table 10**, the Town of Orangeville will see the highest growth in population growth by 2031 (8,500), followed by Grand Valley (4,700) and Shelburne (4,150). This represents 75 percent of the population growth planned to occur in the County. Eighty-four percent of employment growth will occur in Orangeville (4,500) and Shelburne (1,400) by 2031.

STEP 1 Identify Two or More Organizations that Share a Common Goal

During the Dufferin County stakeholder workshop, a number of organizations expressed an interest in being part of the solution and improving transportation services in Dufferin County. They also expressed a desire to work together to assess whether a coordinated framework is right for them. While there were a number of agencies that expressed a desired for improved transportation services, only those that currently provide transportation or have the ability to fund or resource transportation services are listed below:

1. **Dufferin County Community Support Services** – There is strong interest in improving transportation services for residents, particularly for seniors and persons with disabilities. The agency owns a number of vehicles and provides transportation service to their clients.
2. **Local Municipalities** – Representatives from the Town of Shelburne and Orangeville Transit attended the stakeholder workshop and expressed an interest in improving rural transportation services. The Town of Shelburne expressed a desire to enhance transportation services to support employees getting to work. The Town of Orangeville currently provides public transportation services, and there may be a potential to integrate with this service.
3. **Headwaters Communities In Action** – A citizens group with a mandate to support the well-being for the Headwaters Region. The group has already begun to create a transportation services database and have done some marketing to create more awareness of services available in the County.
4. **Employment Services** – There was an interest from the Centre for Career & Employment Services to improve transportation services to access employment within the County. The later offers limited funding for their clients to access transportation services.

Confirmation of this group would need to take place through a series of working sessions and a commitment to work together documented through a memorandum of understanding. A lead organization would also need to be identified as a next step. Dufferin County Community Support Services as the lead agency would provide strong leadership to motivate everyone and keep the momentum going. Through the County, there may be opportunity to provincial gas tax funds which could be used to enhance service levels as part of the partnership.

STEP 2 Inventory Existing Transportation Services and Key Stakeholders

The next step in the process is to better understand transportation services that already exist as well as the various stakeholders and their ability to contribute to the transportation solution.

While Dufferin County does not provide a county-wide public transit service, there is a mix of municipal, provincial, and other transportation services that operate within the community.

The inventory of existing transportation service providers was conducted to identify the extent of service currently being provided within Dufferin County. **Table 11** provides a brief summary of existing services as identified through background research and the online survey conducted as part of this study region assessment. As identified below, there are limited subsidized transportation options within Dufferin County.

It is important to note that the results presented below may be incomplete as not all organizations participated in the online survey. Where survey results were not obtained, a basic description of the service is provided.

Table 11 - Existing Transportation Providers in Wellington County

Organization	Type
Orangeville Transit	Municipal Transit
GO Transit	Inter-Regional Transit
Dufferin County Community Support Services	Community Agency
Ontario Early Years Centre	
Caledon Community Support (Transportation)	
Canadian Cancer Society	Health Agency
Wellington-Dufferin Student Transportation Services	School Board Transportation
Able Transport	Private Service Provider
Home at Last	
Ontario Patient Transfer	
RNR Patient Transport Services	
The Shelburne Transporter	
Orangeville Taxi	
Wellington-Dufferin Student Transportation Services	

Orangeville Transit

Orangeville Transit is the largest public transit operator in Dufferin County. It provides service throughout the Town of Orangeville along three fixed routes that serve designated stops. All routes travel through the downtown area along Broadway and converge at the transfer point on Fourth Street. Service is provided at regular half-hour intervals between 7:15am to 6:15pm, and operates daily except on Sundays and statutory holidays.

The base adult cash fare for the service is \$2.00 for adults and \$1.50 for students and seniors. Children under five years of age ride free. The system recovers approximately 22 percent of its expenses through fares.

The service's operations are contracted out by the Town of Orangeville to First Student Canada. This organization employs nine drivers, three of whom are part-time and six of whom are full-time. First Student is also responsible for vehicle fleet maintenance.

The service has an annual ridership of 112,000. Ridership has grown by 36 percent between 2006 and 2012. Based on comments received, there is a demand for service on Sunday.

KEY CHARACTERISTICS

Organization Type: Municipal

Operating Model: Fixed Route

Annual Ridership: 112,000

Vehicles Owned: 1 40-passenger bus,
3 25-passenger buses; all accessible

Eligibility: Open to all residents.

Geographic Focus: Town of
Orangeville

GO Transit

GO Transit is the only inter-regional public transit operator in Dufferin County. It provides bus service along one route that connects the Orangeville to Brampton, with connections available to other parts of the Greater Toronto Area by bus and train. All routes travel along Highway 10 and serve three stops: along Broadway, the Orangeville Mall and the terminus at the Orangeville GO Park & Ride. Service is provided six times per weekday in both directions, with most trips timed to serve commuters heading to the GTA (i.e. southbound in the morning peak, northbound in the afternoon peak). No weekend service is available.

The base adult cash fare for the service to downtown Toronto is \$11.15 for adults and students and \$5.60 for seniors and children. Based on comments received, there is a demand for the service to be operational on Saturday and Sunday, which would permit travel to/from Dufferin County via public transit on weekends.

KEY CHARACTERISTICS

Organization Type: Provincial

Operating Model: Fixed Route

Annual Ridership: ~17 million
(bus trips, system-wide, 2013)

Vehicles Owned: 466 buses
(system-wide)

Eligibility: Open to all residents

Geographic Focus: Town of
Orangeville

Dufferin County Community Support Services

Dufferin County Community Support Services operates demand responsive transportation services for seniors and adults with disabilities within Dufferin County. Their fleet includes two accessible vans and two regular vans, which are driven by staff. Certified volunteers also provide transportation service using their own vehicles.

Approximately 10,000 trips are made annually with primary services occurring Monday to Friday, between 8:30am and 4:30pm. Medical calls are prioritized, but eligible residents can also use the service to access social events, recreation, and shopping. Trips can be taken both within Dufferin County and to key inter-regional destinations such as Toronto, Brampton or Barrie. Passengers pay a standard fee for in-town trips (\$7.00 return) and a per km rate for out-of-town trips (41 cents/km).

The agency employs five paid part-time drivers that use one of five agency owned vehicles. There are also 15 volunteer drivers that use their own vehicles to help provide mobility to eligible clients.

Funding sources include the Ontario Ministry of Health & Long-Term Care, Dufferin County and passenger fares.

KEY CHARACTERISTICS

Organization Type: Community Agency

Operating Model: Demand Responsive (paid drivers in agency owned vehicles and volunteer program)

Annual Ridership: 10,000

Vehicles Owned: 2 accessible minivans, 2 non-accessible minivans, 1 accessible bus

Eligibility: Seniors and Adults with Disabilities

Geographic Focus: Dufferin County and key destinations outside the County

Ontario Early Years Centre

The Ontario Early Years Centre operates demand responsive transportation services within Dufferin County for children up to the age of six and their caregivers. Their fleet consists of one regular van, which is driven by staff and certified volunteers.

The van is used primarily on Mondays to Thursdays, between 8:30am and 4:30pm to transport children and their caregivers between their homes and the centres, located in Orangeville, Shelburne, and Grand Valley. Passengers do not pay any fee for the service, but must book in advance.

Funding sources include the Ontario Ministry of Education as well as Dufferin County.

KEY CHARACTERISTICS

Organization Type: Community Agency

Operating Model: Demand Responsive (paid drivers in agency owned vehicles and volunteer program)

Annual Ridership: Unknown

Vehicles Owned: 1 regular van

Eligibility: Children aged 0-6 and their caregivers

Geographic Focus: Dufferin County

Wellington-Dufferin Student Transportation Services

Wellington-Dufferin Student Transportation Services is a consortium of five school boards providing transportation for eligible students living in Wellington and Dufferin Counties. Buses and drivers are provided by 12 bus companies throughout the district. The bus drivers, who are employed by the operators, receive extensive driver, safety and first aid training. In addition, five cab companies provide school transportation for students with special needs. In Dufferin County, First Student and Stock Transportation serve the Orangeville area, while Davidson Bus Lines Ltd. serves the Grand Valley area.

Caledon Community Services Transportation

Caledon Community Services provides door-to-door accessible transportation service seven days a week to residents of Caledon that are seniors and persons with disabilities over 16 years of age who are unable to drive on their own. Rides are provided in either a wheelchair accessible bus, one of seven passenger vans, or through volunteer transportation.

While the service is not for Dufferin County residents, it will transport its own residents to Orangeville to the north and other municipalities in the Greater Toronto Area. The potential does exist to coordinate services with Dufferin County Community Support Services.

Canadian Cancer Society

The Canadian Cancer Society provides transportation services for all Cancer patients to help them get to cancer-related care. The service is provided using a volunteer driver that will pick up patients and take them to their local hospital or regional cancer centre for treatment. There will be a one-time fee of \$100.00 that is charged for patients, which is waived for those unable to pay and clients under 18 years of age. Service is available Monday to Friday between 8:00 am and 3:00 pm, with booking required at least three business days in advance of the trip.

The Shelburne Transporter

The Shelburne Transporter provides demand responsive transportation service for individuals to medical appointments who are unable to access public transportation and have no family or friends that can assist with transportation.

Transportation is provided 24 hours a day, 7 days a week to residents of Dufferin County to Peel Region, North within 40 kms of Highway 10 and 89 and to Simcoe County.

Vans are not wheel chair accessible and clients with wheelchairs must be able to walk in and out of the van. A fee is charged for the service, with assistance is provided by ODSP, WSIB and Insurance Companies.

Orangeville Taxi

Taxi service in Dufferin County is provided by Orangeville Taxi. The company operates throughout the county and has a fleet of vehicles that includes regular sedans, accessible vans, and airport limousines. Community support organizations often refer clients to Orangeville Taxi's services, and provide assistance with fare payment. Orangeville Taxi also accepts reimbursement from ODSP, WSIB, and various insurance companies.

Shelburne Taxi

The Town of Shelburne currently has three taxi licenses in place and is considering adding two more. They provide service to residents in the area.

Medical Transfer Providers

Several organizations provide service to individuals who are unable to access public transportation and do not have family or friends that are able to assist with transportation to and from hospitals and medical facilities. The following companies provide specialized medical transfer services using their private, accessible vehicle fleets:

- Able Transport Limited;
- Home at Last;
- Ontario Patient Transfer; and
- RNR Patient Transfer Services.

Key Stakeholders

The next step within the process is to identify other stakeholders that can potentially contribute to the coordinated framework. These can include organizations that refer clients to or fund a transportation service, municipalities that will operate or fund part of the coordinated framework, or other groups that have an interest in improving mobility within the community.

Each stakeholder group that will be involved in the partnership must have the ability to contribute to the coordinated framework, either in terms of funding, capital or resources, or in-kind services.

Within Dufferin County, a number of potential stakeholders were identified through the online survey. Since transportation providers within the County are listed above, this section lists other potential stakeholders. As with the list above, the list represents only stakeholders that have responded to the survey. As the partnership goes through the process, more stakeholders will likely be identified.

Community Living Dufferin

Community Living Dufferin (CLD) provides residential, employment, and recreational/leisure support to adults with developmental disabilities. CLD also operates several group homes and transitional living facilities, in addition to providing supported independent living. The organization has a small fleet of vans, with one stationed at each residence. It provides direct transportation services to its residents, as well as to others accessing its services throughout Dufferin County, directly from their homes to the CLD main building for day programming. CLD's clients have indicated a need to facilitate access to employment and leisure opportunities in Orangeville. Under a coordinated partnership model, a key objective would be to assess whether or not their existing vehicles could contribute to enhancing existing transportation services.

Dufferin Area Family Health Team

The Dufferin Area Family Health Team provides primary care, chronic disease management, and mental health services to patients throughout Dufferin County. It does not directly provide transportation services to patients. Patients and employees rely on other means of transportation, such as public transit, the Shelburne transporter, and Caledon Community Services. Patients must often leave Dufferin County to access services at larger facilities in Brampton, Caledon, and Toronto. As a result, one of the agency's primary transportation priorities is the increase in service and accessibility to regional transit.

Family Transition Place

Family Transition Place (FTP) is an organization that provides emergency shelter, counseling, housing, and legal services to women and their children who have experienced abuse and/or homelessness. The centre is located in Orangeville but provides services to residents across Dufferin County. Although it does not directly provide transportation services, FTP refers clients to public transit, taxis, the Ontario Early Years Centre van, the Dufferin County Community Support Services van, and the Shelburne Transporter. Depending on the circumstance, the centre also covers the cost of transportation for its clients. FTP would like to see increased transportation options throughout Dufferin County, in order to better connect with all those in need. Under a coordinate partnership model, a key objective would be to assess whether or not the FTP would be willing to contribute funding for the provision of services.

United Way Guelph Wellington Dufferin

United Way supports non-profit agencies in Guelph, Wellington and Dufferin Counties by funding community agency programs. Specifically, funding is provided to five agencies in Dufferin County that serve a vast array of clients often facing transportation barriers. Many of these programs require transportation support through/between rural areas. Funding is typically provided to clients to pay for transportation services (e.g. taxi or bus fares). While there are a number of programs being offered within Dufferin County, it can often be difficult for people to access these programs. Under a coordinate

partnership model, a key objective would be to assess opportunities that fund raising activities from the United Way could support the provision of transportation services.

Headwaters Health Care Centre

Headwaters Health Care Centre is an 87-bed acute and complex continuing care facility that provides health and other social services to people throughout Dufferin County. It is a medium-sized community hospital with a large integrated ambulatory care program. Patients often have difficulty accessing outpatient programs and primary care services because of transportation inaccessibility. As a result, preventative visits are often put off, sometimes resulting in worsening health conditions that require 911 to be dispatched. Headwaters Health Care Centre does not directly provide transportation services or funding, but sometimes refers its patients to organizations such as Dufferin County Community Services. The Centre would like to see a more coordinated and accessible transportation system that allows patients greater flexibility and reduces the strain on emergency services.

Canadian Tire Jump Start Program

The Canadian Tire Jumpstart program helps financially disadvantaged kids ranging in age from 4 to 18 to participate in organized sport and recreation by covering registration, equipment and/or transportation costs. While the program does not provide a transportation service, chapter member volunteers will work in partnership with other local non-profit organizations to identify kids with the greatest need in their community and cover the registration, equipment and/or transportation costs to help them participate in a sport or recreational activity of their choice.

Dufferin County Paramedic Service

Emergency transportation services are provided by the Dufferin County Paramedic Service to all residents of Dufferin County. Service is provided on an as-needed emergency basis, by picking up patients at any location and transporting them to the appropriate health care facility. The ambulances are dispatched from one of the three stations located in Orangeville, Shelburne, and Grand Valley.

The program is funded by the County, but passengers contribute to part of the cost of transportation, through differing fees that vary by user category. The Dufferin County Paramedic Service responded to 8,115 calls in 2013. Its 10 vehicles and 58 employees (35 full-time, 23 part-time) generally were sufficient to respond to requests for assistance.

Governments and Municipalities

Municipal governments, along with the Dufferin County government, have a vested interest in the development of a comprehensive transit strategy and network that serves their citizens. Increasing accessibility throughout Dufferin County would allow municipal and county services to be reached by all segments of the population. Stakeholders that responded to the survey include:

- Town of Shelburne;
- Town of Orangeville; and
- Township of Mulmur.

Of the municipalities surveyed, the Town of Shelburne in particular showed interest in providing service to connect to regional transit, through a potential partnership with GO Transit and/or Orangeville Transit. The Town is currently negotiating a pilot project that would implement a fixed route bus service between Shelburne and Orangeville. The service would be designed to connect to the existing GO Transit route to Brampton.

Summary

The on-line questionnaire and follow-up stakeholder workshop revealed a number of existing transportation services in Dufferin County and opportunities to improve service. These are assessed in Step 3 below.

STEP 3 Identify Service Demand and Gaps/Implementation Issues and Opportunities

The purpose of Step 3 is to expand on the data gathering completed in Step 2 to determine service demands and gaps as well as implementation issues and opportunities. This will help determine the type of coordination model that should be implemented or whether coordination is a feasible solution. In certain cases, the problem is a resource issue which is better solved through additional funding rather than coordination.

Service Demand and Gaps

A number of transportation service gaps were identified as part of the consultation process. These were prioritized by the consulting team based on interviews with stakeholders and through the survey results. This should be confirmed by the partnership through a more detailed review of travel patterns and the number of trips not accommodated.

1. **Capacity Issues:** Dufferin County Community Support Services is the main service provider outside of Orangeville Transit in the County for seniors and persons with disabilities. The demand for service is greater the available resources, which results in a number of trips not being accommodated. This is particularly true when vehicles are tied up all day on an inter-regional trip (e.g. to a hospital in Toronto).

2. **Trip Purpose:** The majority of trips provided are targeted at seniors and adults with disabilities. With limited capacity, medical trips (both internal and interregional) are often prioritized. Based on discussions, there is a strong demand for other types of trips that are not being accommodated. This includes:
 - a. **Work Trips:** Employees living in Dufferin County that work outside of the County require inter-regional transportation. There are limited options to access the GO Bus for residents outside of Orangeville. Internal work trips are also limited (e.g. ability to access employment in Mansfield resort).
 - b. **After School Trips:** Students that wish to participate in after school programs or attend part-time employment have limited options. Currently students living in Grand Valley go to school in Shelburne. They often don't have transportation options for after school programs or to attend part-time employment.
 - c. **Social Trips:** Medical appointments are the number one priority for most community care agencies. Often social trips or everyday living trips cannot be accommodated due to the capacity issues identified above.
3. **Eligibility:** The largest provider of transportation service is focused on seniors and persons with disabilities. There are fewer options available for adults and students/children.

Implementation Issues

A number of implementation issues and opportunities were also identified as part of the consultation process. These are important to understand as they have a direct influence on the type of coordination model selected. These include:

1. **Limited Service Providers:** There are very few transportation providers to coordinate with in the County. The majority of service outside of Orangeville is delivered by Dufferin Community Support Services. Many other agencies that provide service and targeted to the service they provide, and their drivers also act as program coordinators. The true benefit of coordination is to enhance the cost effectiveness of service by working together. Since existing service providers are stretched, there is limited opportunity to enhance the cost effectiveness of service. An increase in resources would be required to realize the true benefits of coordination.
2. **Mandates/Funding Constraints:** Dufferin County Community Support Services is mandated to provide transportation services only to seniors and persons with disabilities. They receive three quarters of their funding from the local LHIN, which places constraints on how the funding is used. This reduces their ability to partner with other organizations and maximize the use of their vehicles (i.e. by allowing adults to share rides with seniors).
3. **Resources/Driver Availability:** There are not enough vehicles or drivers to meet the current demand. Volunteer drivers are used to provide non-medical trips and there are few paid drivers operating agency owned vehicles. Additional drivers/vehicles are needed in order to meet the current demand; however, funding is also an issue to pay for these additional resources.

Opportunities

- 1. New Corridor Service:** The Town of Shelburne is exploring the implementation of a fixed route commuter service pilot program to connect commuters to the AM peak and PM peak GO Bus service in Orangeville. This is the first corridor service in Dufferin and provides the potential to test the market for other trip purposes during other periods of the day (e.g. a noon run). There may be an opportunity to add some mid-day service runs to facilitate other trips types (e.g. shopping, medical, school).
- 2. New Resource:** Dufferin County Community Support Services recently purchased an eight passenger van. This van is now available for charter services and is currently being used by other organizations for client outings and day programming. There may be additional opportunities to fully utilize this vehicle.
- 3. Underutilized Vehicles:** Community Living Dufferin provides every one of their residences with access to a van to help with resident transportation needs. The Ontario Early Years Centre also has a van that is used to provide their clients with access to services. The driver of the van is also the program coordinator, so the van is not regularly used throughout the day. There may be an opportunity to further investigate the utilization of these vehicles.
- 4. Provincial Gas Tax Funding:** At this time, none of the existing municipalities with the exception of Orangeville have applied for and are receiving gas tax funds. Taking advantage of provincial gas tax funding will increase the potential to add additional resources into transportation network within Dufferin County.

STEP 4 Assess Different Levels of Coordination

The review of existing transportation services within Dufferin County revealed a desire among several organizations to improve rural transportation. Headwaters Community in Action currently has a listing of all transportation services on its website and has also produced a number of promotional material to hand out to the community. While this can help inform residents of their options, there are still limited existing transportation services within the County that residents can take advantage of. From a coordination perspective, there are also limited opportunities for coordination to improve the cost effectiveness of services.

There is also a desire to implement new services to meet the primary mobility gaps identified in the community. This requires an investment in new services through the identification of new funding sources. No existing transportation service in the County, with the exception of Orangeville, is benefitting from provincial gas tax funding. There is the opportunity to potentially access this funding at the County level when developing a coordination model.

The four coordination models were assessed to determine their applicability within Dufferin County. The lead partner for Models 1 through 3 is not known at this point and would need to be confirmed by the Transportation Coordination Working Group.

Model 1: Centralized Control

This model represents the highest degree of coordination and would involve a lead partner taking overall aspects of transportation on behalf of the partnership. Existing organizations that own vehicles such as the Early Years Centre would transfer ownership of their vehicles, operating resources and funding earmarked to transportation services to the lead partner.

This model would be applicable if the County had a desire to lead the coordinated transportation framework. There are very few transportation service providers within the County and the largest one (Dufferin County Community Support Services) already receives funding from the County. The benefit of this model for Dufferin is that it provides the highest degree of coordination as the entire fleet would be available and decisions would be made that maximize the efficiency of the trip. This model also allows the various organizations such as Early Years Centre to focus their staff on program delivery instead of transportation.

The disadvantages of this model are that the structure may jeopardize funding provided by the LHIN if there is a desire to expand the eligibility beyond seniors and persons with disabilities. This does not



meet the needs of the entire community. The structure will also do little to improve transportation unless additional resources are invested in transportation services.

Unless the County wishes to take the lead role in the transportation framework and the LHIN funding issue is addressed, this model is not recommended.

Model 2: Brokerage – Central Coordination



In this model, the lead organization is responsible for the planning, scheduling and dispatch of transportation services. Delivery of trips continues to be completed by each of the partner organizations.

The benefit of this model for Dufferin is that it maximizes the potential for coordination without requiring the County to expand their role in vehicle purchases and operations. The role of the lead partner, instead, would be as a coordinating body for all trips. It also allows the various different mandates of partner organizations to be maintained.

Within the County, there are not enough resources or organizations with similar mandates to effectively implement this coordination model. Orangeville Transit operates only within the limits of the town. Dufferin County Community Support Services only provides demand responsive services for seniors and persons with disabilities. The proposed Shelburne service to Orangeville is designed to meet the needs of GO Bus commuters only. There are too many differences and a diverse set of mandates that moving to this model right away may result in significant implementation challenges.

For these reasons, this model is not recommended.

Model 3: Brokerage – Confirmation-Based Coordination

This model is similar to Model 2. The big difference is that in this model the lead partner must confirm the booking of any coordinated trips with the partner organization providing the service before it is confirmed. The advantages and disadvantages are similar to the Model 2. The difference is the extra step required to book a trip and that the opportunity for coordination is less than in the Brokerage –Central Coordination Model.

This may be an appropriate model to explore for Dufferin County in the future as resources and services are expanded. A lead scheduler/dispatcher would have access to the entire network for vehicles and would be responsible for coordinating all trips between the different providers and assessing potential new service levels. This includes the ability to feed demand responsive services



into corridor services between Shelburne and Orangeville or to coordinate the use of various vehicles such as the Early Years van.

For these reasons, it is recommended that this model be carried over for further review once additional funding is found and the system is expanded.

Model 4: Voluntary Cooperation



This model is the first step toward greater coordination and there is already evidence of this occurring among different organizations within the County. Headwaters Communities in Action has already developed a database of existing services, created a website and has done some initial marketing to the community on the availability of transportation options.

This is a good first step in developing a coordinated model, but there are still other areas that a partnership could focus on.

The disadvantage of this model is that there is a little role for Dufferin County. The main advantage of Dufferin County being the lead is the potential to access provincial gas tax funds. This will only occur if the County is responsible for the partnership.

Adopting this model would help form the partnership and allow organizations to build trust amongst each other. It would also help create more awareness and allow organizations to share best practices. For these reasons, it is recommended that this model be carried over for further review.

STEP 5

Identify the Building Blocks of the Preferred Coordination Models

In Step 4, two of the four coordination models were considered for further review: Model 3: Brokerage Model – Confirmation Based and Model 4: Voluntary Cooperation. Model 1 (Central Coordination) is also a potential for consideration if it would not the move would not jeopardize existing funding that Dufferin County Community Support Services receives from the LHIN.

With these models in mind, each of the building blocks that make up a coordinated transportation framework will need to be assessed by the partnership working group. This includes service delivery, scheduling and dispatch, vehicle maintenance, etc. The application of each of these building blocks to the preferred Dufferin County model is documented below.

Service Planning

Under Model 4, coordination of service planning is not applicable and therefore requires no further discussion.

Under Model 3, coordination of service planning is optional and under Model 1 it is required. Given the limited number of transportation services currently operating within the County, coordinating service planning between the various local agencies would add little value. However, with an increase in resources, there are a few areas where coordination of service planning may improve the effectiveness of service delivery.

A partnership between Dufferin County Community Support Services and Caledon Community Services would potentially improve coordination for long-distance trips between each other's territory. Service planning decisions could be made that allow a Dufferin County Community Support Services vehicle delivering a passenger to Caledon Community Service's service area to:

1. Be available to Caledon for local trips while waiting for a client (this would reduce a client's waiting fee and create more capacity in the local area);
2. Deliver a Caledon client back to Dufferin instead of waiting for the return trip of their own client (in this case, a Caledon vehicle would be scheduled to deliver the Dufferin client back to their home);
3. Deliver the client to an agreed transfer point where it would meet with a Caledon vehicle who would complete the trip (this would be done if it would increase the vehicle occupancy or if there was demand for the Dufferin vehicle within Dufferin County).

With the above examples, the reverse would also apply if a Caledon Community Services vehicle delivered a client to Dufferin County. Suitable service planning agreements would need to be made. This would only work if scheduling and dispatching were also coordinated and would benefit from a scheduling and dispatch software program being in place. A more detailed assessment of travel demand between the two regions would need to be conducted.

Other service planning coordination opportunities include between Dufferin County Community Support services and the Town of Shelburne's proposed commuter shuttle service between Shelburne and Orangeville. This would occur if Shelburne decided to expand the number of runs beyond the AM and PM peak period. If this were the case, the two organizations would work together to determine potential demand from the existing service provided by Dufferin County Community Support Services and identify potential transfer points in Shelburne where Dufferin County Community Support Service could feed some of its clients to. This is discussed at length in **Step 6** below.

Finally, coordinated service planning could occur between several agencies to create purposed specific trips for the spare Dufferin Community Support Services vehicles. This is also discussed at length in **Step 6** below.

Marketing / Awareness

It is recommended that a central brand be developed for the partnership. Based on initial review, the beginning stages of this have already taken place. Headwaters Communities in Action has created a database of existing transportation services within the County. They have also started to market this central resource by creating and distributing a postcard that illustrates all of the existing transportation services available to County residents. The partnership should continue to expand this initiative.

It is recommended that the working group further investigate the opportunity to provide a central phone number staffed by a member of the partnership and develop a unique webpage with links to each of the participant's webpages.

The central webpage and phone number would be more easily identifiable to persons searching for a transportation service and would provide members of the community with one contact number and website where they can solicit information on existing services. Residents can then be directed to the most appropriate service.

To maintain a local connection, the support provided by each partner in the organization should be identified in marketing and communications material.

Some initial funding would need to be put in place to develop a brand and communication strategy and a cost sharing agreement may need to be established to pay for the website and the salary of a staff member answering phones. It is anticipated that this would be part of the function of an existing transportation coordinator of an existing agency. Outside marketing and branding expertise may be sought to help develop a central brand.

Customer Service / Scheduling and Dispatch

Since there are a limited number of organizations that provide transportation services at this time, it is recommended that the customer service, intake processes and scheduling and dispatching of trips continue to occur at each individual organization. The existing service providers have very different mandates as well as eligibility criteria.

In the future, if the partnership moves towards implementing Model 3 or 1, the working group may wish to investigate options for a centralized office that coordinates the scheduling and dispatching of all trips. This would be the responsibility of the lead partner. In choosing a lead partner, it is important to have someone with experience in operating transportation services to take a lead role in this. Currently, the

most experienced provider would be Dufferin County Community Support Services, however, there would need to be some assurance that this role would not jeopardize LHIN funding, particularly if the mandate were expanded to include transportation for adults and youth. If this were to occur, a central office could be established as the main interface point for customers requesting trips or getting information about existing services. The group would need to establish a central phone number for residents to call. A scheduling and dispatch software program should be sought. There are simplified versions of this type of software available on the market that cost as little as \$500 monthly with no upfront purchase fee that can be acquired. While not as robust as a number of the more sophisticated scheduling software programs available, this would be appropriate given the number of vehicles and annual passenger trips currently serviced within the County.

Eligibility Criteria and Intake Process

Standardizing eligibility is not a significant issue within Dufferin County since there are few transportation providers that currently provide service. The two providers that would benefit from a standard eligibility criteria document are Dufferin County Community Support Services and Caledon Community Services if an integrated service planning approach were developed. This would ease the ability to coordinate trips. Since both organizations reside in a different county/region, there is little value in coordinating the intake process.

Policies and Procedures / Passenger Fares

It is recommended that the working group share and explore best practices on policies and procedures. There may be opportunities to have common policies and procedures for all participating organizations. Where possible the working group should work together to develop common policies and procedures.

The working group should also review passenger fares for each organization. The ability to standardize passenger fares and kilometre rates would help enhance the ease in which coordination takes place.

Vehicle Purchase, Vehicle Maintenance, Driver Training

Given the limited number of existing resources within the County, there is no real benefit to coordinating vehicle purchases. However, vehicle specifications should be reviewed and agreed to by the partnership to ensure all future vehicles are consistent in their ability to accommodate passengers with mobility devices.

There is some value in developing a standard driver training program that could be used for paid drivers and volunteers. This would ensure that all drivers have the same safety and customer service training.

Volunteer Recruitment and Training

It is recommended that the working group share their best practices with regards to volunteer training. There may be an opportunity to coordinate training sessions together to avoid duplication of efforts.

STEP 6 Select a Preferred Coordination Model

Within Dufferin County, it is recommended that Model 4 (Voluntary Cooperation) be explored in the short term with the goal of moving towards either Model 3 (Brokerage – Confirmation Based) or even Model 1 (Central Coordination) in the future once additional funding has been secured and services have been expanded. Recommended participants in the partnership include the County and local municipalities, Dufferin County Community Support Services, Caledon Community Services, other social service agencies and local employers. Private sector bus operators and taxis may be used to provide service, but would not form part of the partnership.

Based on the above review, the following opportunities should be explored by the working group to improve transportation services in Dufferin County:

1. **Pursue Sustainable Funding to Grow:** Given the limited number of existing resources, it is essential that the working group identify additional funding sources to be able to expand transportation services. It is recommended that the group approach the County and/or any of the local municipalities to discuss the potential to access Provincial Gas Tax funding. The larger the municipality, the higher the potential gas tax contribution would be as 30 percent of the funding formula is the population of the municipality(s) providing the service. Since Orangeville already receives gas tax funding for Orangeville Transit, its population and ridership would not be counted when calculating Dufferin County's potential gas tax allocation.

To receive gas tax funding, the County or one of the local municipalities would need to formally support and contribute financially to public transportation services. The amount contributed would in part influence how much they receive. More than one of the local municipalities can also participate in the transportation partnership, as long as one municipality is identified as the lead. The funds received would flow through the lead municipality and be directed at expanding existing services. Since Orangeville already receives gas tax funding, they could also act as the lead, if other municipalities or the County signed an agreement with the Town to be part of the provincial gas tax program.

In addition to gas tax funding, other sources of funding should be sought. A small transportation levy per household and business (e.g. \$10 to \$15 annually) would significantly increase the level of investment to expand transportation services. This has been successfully done in other municipalities, including the County of North Hastings to support the TROUT service.

The LHIN should also be approached to ensure that Dufferin County Community Support Services funding is not jeopardized if it begins to accept other types of riders (e.g. adults and youth) as part of the coordinated partnership. Clear metrics would need to be established to

ensure that the portion of funding provided by the LHIN continues to serve the needs of seniors and persons with disabilities, even under a coordinated framework.

2. **Identify “Purpose Specific” Opportunities for New Van:** Based on the service gaps and needs identified in Step 3, the working group should identify some purpose specific opportunities to address mobility gaps and better use the eight passenger van that has been purchased by Dufferin County Community Support Services. These opportunities will assist in managing the demand for “non-priority” and discretionary trip requests (e.g. shopping, recreation) or subscription based trips that may occur on a regularly scheduled weekly, bi-weekly or monthly basis (e.g. adult day centre programs). An example of the type of service that could be provided is a Tuesday shuttle to a grocery store in Shelburne and a Wednesday shuttle to the Orangeville Mall.¹⁵

When designing specific services, the working group should also investigate opportunities to secure funding from retailers and facilities. These groups may be interested in contributing to the service if it draws more customers to their stores. This arrangement is very common for a number of public transit systems that direct service to retailers (in many cases, the retailer will pay 100 percent of the operating cost of the service). Advertising opportunities on the van can also be included in this package to help secure additional funding.

While Dufferin Community Support Services has a specific mandate to service only seniors and persons with disabilities, it is recommended that the use of this van be open to all members of the community.

While the primary focus can be on seniors and persons with disabilities, opening up the service to other members of the community will help ensure it remains financially sustainable. The better utilized the vehicle, the greater the fare contribution is to pay for the operating cost of the vehicle. This may lead to more opportunities to charter the vehicle for various different types of trips that may not be financially feasible without opening up the eligibility criteria to all members of the community.

As an example, if a Tuesday afternoon grocery trip from Mulmur to Shelburne only attracted 2-3 eligible Dufferin County Community Support Services clients, it may be cut from service as this fixed charter trip would not carry enough passengers to justify the cost. Without this service, these 2-3 passenger would likely attempt to book a demand responsive service and travel individually to the grocery store to meet their needs. However, if the eligibility were opened to

¹⁵ Potential fare parity issues under the AODA legislation should be reviewed before proceeding with this option.

adults and youth and the bus were able to accommodate a total of 6-8 passengers each paying a passenger fare, the service would be considered financially sustainable.

The benefit to Dufferin County Community Support Services is that it would:

- accommodate the discretionary trips of its 2-3 eligible passengers;
- attract potential funding from the grocery store by having a higher passenger volume; and
- save the use of their demand responsive service for high-priority medical trips, which are more difficult to coordinate with other passengers.

For this service offering to be effective, the working group would need to identify the hourly cost of a charter service, establish a passenger fare and the minimum number of passengers required to make the service cost effective. Once this is complete, a more detailed review of the gap analysis (Task 3) would need to be completed to determine potential charter runs that could meet the demand for service for all residents (seniors, adults, youth). This can be done by reviewing existing travel demand and determining patterns between origins and key destinations. The route can be designed as a flex service, where passengers are picked up and dropped off at their homes if they call in 24 hours in advance for service.

Businesses that are targeted for charters would be approached for potential funding. Marketing of the service will be important and transportation coordinators of each existing agency should inform clients of the service options.

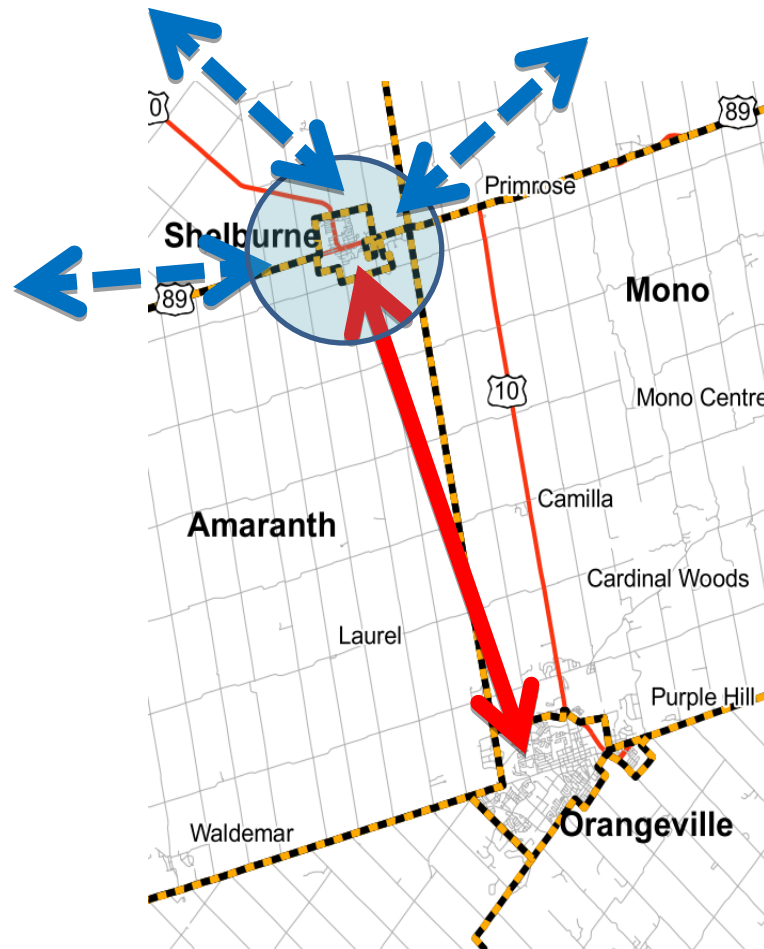
The LHIN would also need to be approached about the concept of using this vehicle to accommodate other passengers. A key message that would need to be conveyed is that:

- seniors would continue to be the focus when devising charter services for non-discretionary trips and opening up the eligibility would help ensure the service is financially sustainable; and
- the service would reduce the demand on the demand responsive service, allowing it to accommodate more priority medical trips (since a number of discretionary trips such as trips to the grocery store could now be more effectively accommodated on the charter service).

3. **Identify Integration Opportunities with Shelburne Commuter Service:** Once the Town of Shelburne has implemented its fixed route weekday peak period service to/from the Orangeville GO Bus stop, the working group should investigate opportunities to accommodate additional passenger demand within and outside of Shelburne to this service and/or expand on this service by identifying some potential runs outside of the AM and PM peak periods. At this time, the

partnership will have been well established and may be looking to transition to Model 3 to increase the level of coordination within the County.

Figure 6 - Potential Corridor Service between Shelburne and Orangeville



The distance between Shelburne and Orangeville is approximately 26 km. At a rate of \$0.41 cents per kilometre, the passenger fare for this trip if delivered by Dufferin County Community Support Services is approximately \$10.50 per direction. The Shelburne service will cost approximately \$9.25 for a round trip (\$4.63 per direction) and will require approximately 12 passengers to break even.

The concept of coordination would be to feed as many demand responsive passengers into this fixed route service instead of providing a parallel demand responsive service during the same

operating periods¹⁶. This would also require coordination with Orangeville Transit to ensure residents could complete their trip while in Orangeville.

While it is expected that few seniors would use the AM peak period service, there may be additional opportunities to coordinate with the return PM peak trips back to Shelburne. In this scenario, it would save Dufferin County Community Support Services from making the 26 km trip to Orangeville to pick up their passenger and make another 26 km trip back to Shelburne. Instead, the Shelburne fixed route service could be used to provide the trip to Shelburne with a Dufferin County Community Support Services van waiting at an agreed to transfer point in Shelburne to complete the client's trip.

This is known as a family of services approach which is practiced by a number of specialized transit service providers such as York Region Mobility Plus. An assessment of the ability of existing clients to transfer between vehicles would need to be conducted through a Travel Training program. Only clients that passed the travel training program would be eligible for the family of services approach. Metrolinx recently adopted an "On Our Way" Travel Training Program which includes the customizable template materials, which are being made available to any agency to use in developing their own travel training program. The program includes a checklist for transit providers to assess the level of accessibility of their services, a travel training manual to be used to train staff from community agencies (and other potential partners) to deliver customized programs to suit their clients' needs, an implementation toolkit and a Traveller's Handbook for customers who participate in the travel training program. The program can be used not only to train seniors and persons with disabilities on how to transfer between Dufferin County Community Support Services and Shelburne's service, but also for residents of Shelburne and Orangeville that want to travel between the two municipalities or to transfer onto the GO Bus service. For this to be successful, part of the role of partner agencies brought on board may be to bring in volunteers to assist with travel training of existing clients.

The benefit to Dufferin County Community Support Services is that it reduces the demand for the more costly demand responsive service for passenger's travelling between Shelburne and Orangeville. The benefit to clients is that it creates more travel options and increases independence of travel. The benefit to Shelburne and Orangeville is that it increases vehicle occupancy on already existing services (thus making them more financially sustainable).

This would be a significant investment in time to train clients and should only be done with the view that the number of runs between Shelburne and Orangeville would eventually expand to

¹⁶ Potential fare parity issues under the AODA legislation should be reviewed before proceeding with this option.

other periods of the day when seniors are more likely to travel. This would require the working group to assess existing travel patterns and potentially conduct a travel demand survey to assess other periods of the day that warrant the addition of a new run.

Other potential times include a run that connects to the 11:10 GO Bus arrival at the Orangeville Mall or the 12:30pm GO Bus Departure from the Orangeville Mall. These runs also benefit GO Bus commuters as it provides them with flexibility if they need to travel outside of the peak period routes (e.g. there is an emergency at home and they need to take the earlier bus home).

In the reverse direction, the service could potentially be used as a transfer opportunity for other future services within the county. As an example, the lack of transportation services for seasonal workers in the Mansfield area was identified during consultation sessions as a priority that should be addressed. A reverse direction Shelburne service would allow an employer shuttle to begin at a more central point of the County (in Shelburne instead of Orangeville).

These types of coordination opportunities will need to be discussed with the working group to determine the potential of the Shelburne to Orangeville corridor service to be cost-effectively expanded to better service the broader transportation needs of the community.

4. **Identify Opportunities to Use Underutilized Vehicles:** Once the partnership has secured additional funding, there is an opportunity to better utilize existing underutilized resources within the County such as the Early Years Centre vehicle and the Community Living Dufferin vans. Both organizations have vehicles that are used to transport their clients to their respective programs, however, the driver of the vehicle also serves as the program coordinator.

Making better use of these vehicles will increase the availability of service to County residents under a coordinated partnership and should be explored by the coordination working group.

To do this, the opportunity to hire a part-time driver to operate the Early Years Centre or the Community Living Dufferin vehicles should be explored. In doing this, an agreement would need to be in place that trips for day programs would continue to take priority and other clients would only be serviced if they were not being used by both respective facilities.

For this arrangement to work, a centralized scheduling and dispatch office would need to be in place to coordinate trips between both facilities and general passenger requests. A cost sharing agreement would also need to be in place to pay for the driver, recognizing the both facilities would now have full access to their program coordinators that previously operated the vehicles (e.g. the Early Years Centre driver would now be devoted to what they do best: coordinate programs for young families). The agreement would take into account the use of the vehicle, including vehicle maintenance and life-cycle costs/replacement. The economic rationale for this model would depend on the percent of the time the vehicle could be used for general purpose

trips by the partnership versus how much the vehicle is dedicated to clients of the two day programs. The greater the availability of the vehicles to the partnership, the more it makes sense to hire a dedicated driver and the costs to be shared between members of the partnership.

Next Steps

For the coordination model to be successful, leadership is required. It is suggested that a working group of existing service providers and key stakeholders be formed to further develop immediate opportunities (within their span of control) in the areas outlined above.

It is recognized that there are gaps and travel markets not being addressed by the existing services and that the introduction of a new fixed route service from the Town of Shelburne to the Town of Orangeville may help address these deficiencies.